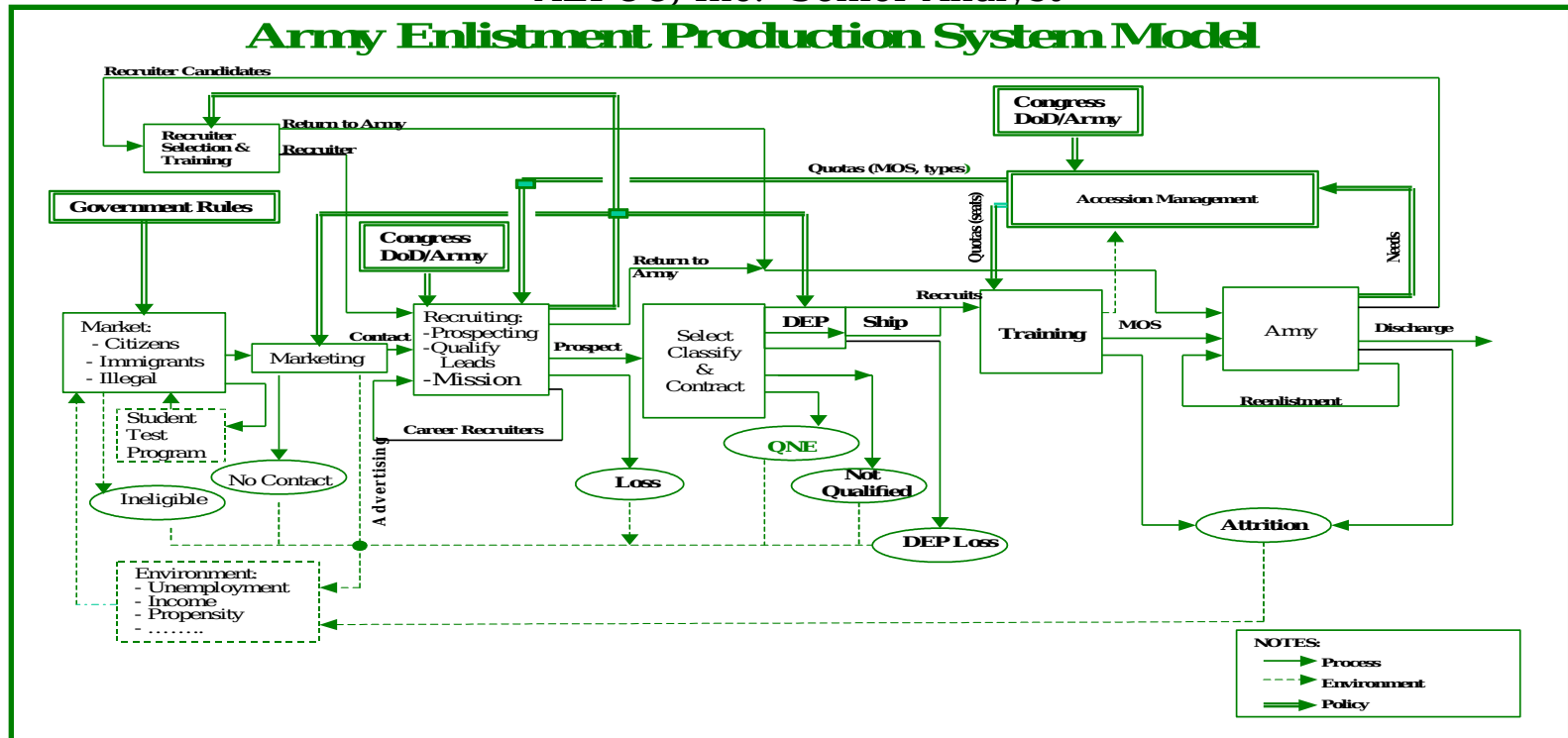


Some US Army Recruiting, Retention, Training, and Personnel Implications of the Objective Force: The Army Enlistment Production System

Gerald A. Klopp, Ph.D.

AEPCO, Inc. Senior Analyst



"In order to be effective across the full spectrum of conflict and geography, the Objective Force must have quality and versatile Soldiers with advanced capabilities to dominate close combat, from line of sight to the ultimate seizure and control of an objective." Source: Objective Force O&O, Chapter 3: The Objective Force Concept and Capabilities, page 3-44.

27 January
2004

Outline of

More detail in the final report.

Briefing

✓ Purpose and Scope of the Study

- ✓ **Objective Force Operational & Organizational (O&O) and Soldier Capabilities**
- ✓ **Army Enlistment Production System (AEPS)**
- ✓ **Future Youth Market and the Objective Force**
- ✓ **Army Enlistment Production System Issues in the Literature**
- ✓ **Traditional Approach for Analysis of Issues**
- ✓ **Conclusions and Recommendations**

✓ Some Possible Courses of Action

Problem Statement: There has been a lack of Recruiting, Retention, Personnel, and Training coverage in the Objective Force analysis events; the interaction of these areas with each other and the Objective Force design capabilities; and the probable interaction effects with the youth market of the future from which the Objective Force soldier will be recruited.

NOTE: 94 references consulted for study

- 39 taken from Internet
- 12 by the General Accounting Office
- 8 by RAND
- 5 by ARI
- 4 taken from DMDC
- 3 by the Center for Immigration Studies

Wide variety of topics covered in the references:

- 16 on Recruiting
- 10 on Gender Integrated Training
- 10 on Attrition/Losses
- 8 on Generational differences/changes
- 6 on Army Transformation
- 4 on Immigration

27 January

2004

Purpose & Scope

Purpose: To consolidate some of the material related to the Objective Force Soldier design characteristics and to relate issues that have arisen in the literature reviewed to the Objective Force concept design.

Scope:

- ✓ The report explores some of the contemporary issues associated with the interaction of the AEPS functional areas and the likely interaction of these areas and the future youth market changes.
- ✓ Certain policies, practices, and traditions of the Army are evaluated with respect to the interaction of the AEPS areas and the future youth market.

Notes:

- ✓ This report is NOT about recruiting, OR retention, OR Training, OR Personnel.
- ✓ **This report IS about the interaction of these areas with the Objective Force Soldier design and the future implications of that design. Now more than ever, the Army cannot effectively use many marginal recruits because the number and complexity of military systems planned to be introduced between 2000 and 2025 are creating a growing requirement for skilled operators." Source: Binkin, 1994.**

Objective Force O&O

Emphasis on rapid response
capability.

Capabilities

- ✓ Strategically responsive forces capable of **immediate and decisive action upon arrival.**
- ✓ Conduct **full spectrum operations.**
- ✓ Rapid success will generate and sustain the momentum to win rapidly and decisively.
- ✓ **Deploy from garrisons** often directly into combat with operationally significant combat capable organizations.
- ✓ Future Army will offer a decisive menu of **essential, complementary, and interchangeable capabilities, skills, and mission focuses.**
- ✓ To exploit the power of information, the Army will operate under a different philosophy (**dispersed, decentralized, and distributed**).
- ✓ Majority of Army's combat forces will exist as (**multi-dimensional**) general-purpose dominant maneuver forces (with additional capability added when needed).
- ✓ AC/RC structure and integration will assure that the Army has **complementary components.**
- ✓ Possess 9 key operational capabilities: Fight and win, Responsiveness, **Deployable**; Agility; Versatility; Lethal; Survivable; Sustainable; and **The soldier.**
- ✓ **Training, Leader Development, and Soldiers:**
"One of the most important factors in recruiting those quality people will be a favorable public image of the Army. Also, the Army must be able to compete with the civilian world in areas such as pay, education benefits, and tuition assistance." Source: "Recruits of 2010" Conference September 1995.
- Increased soldier proficiency, and Greater training requirements.

O&O Objective Force Soldier

Capabilities
“Recruits of 2010” most important soldier (recruit)

Capabilities:

- ✓ Mental agility and the ability to assimilate large volumes of information; ← Not discussed in O&O
- ✓ Able to rapidly form teams;
- ✓ Conscientiousness and integrity;
- ✓ High quality and versatile;
- ✓ Physical agility and competency;
- ✓ Multifunctional; and
- ✓ Reduced need for formal training.

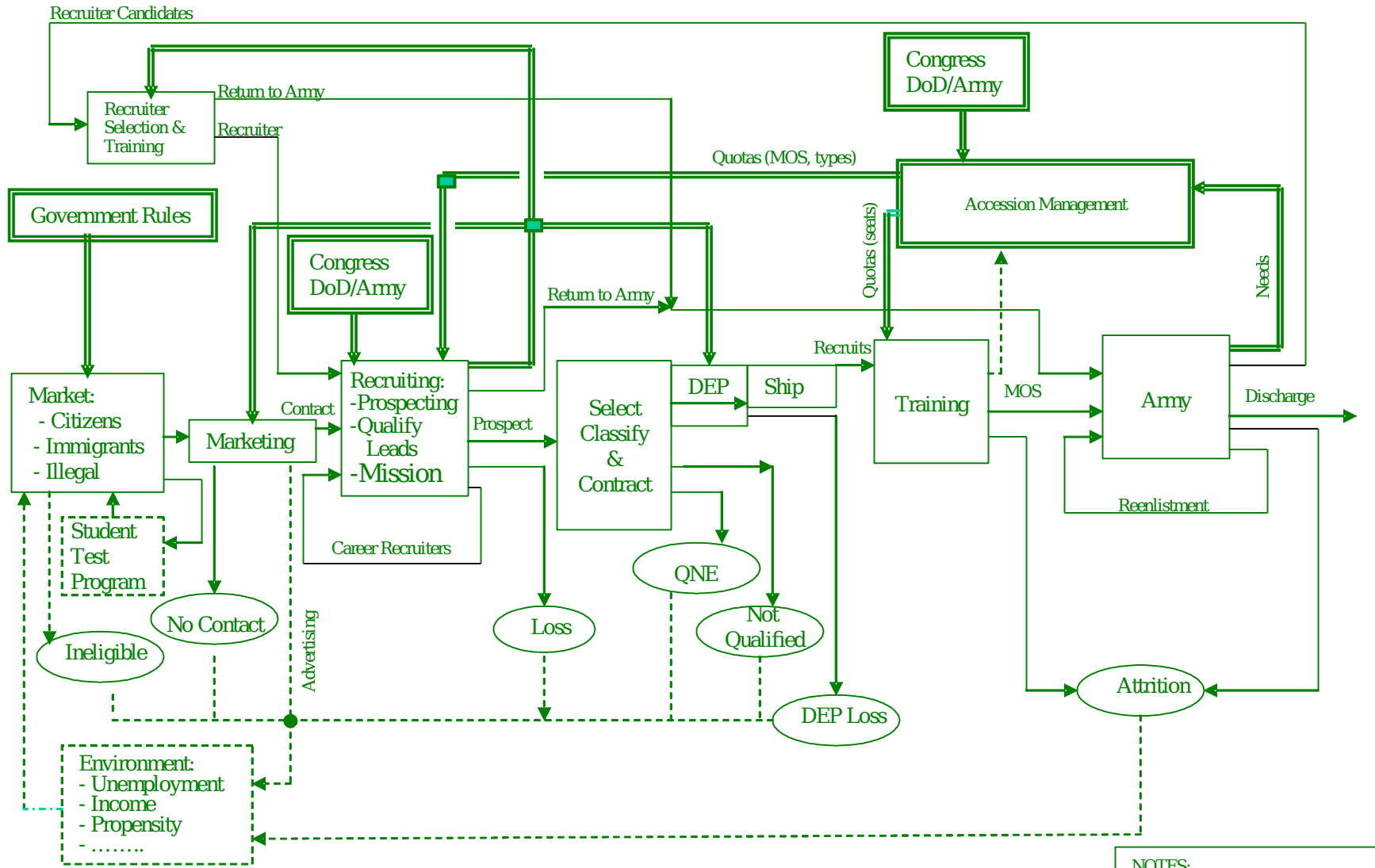
Each of these Soldier Capabilities
can increase the pressure on the
EPS.

Other O&O Soldier Capabilities:

- ✓ Able to use high technology;
- ✓ Able to work as a distributed system;
- ✓ Able to use/exploit improved lethality;
- ✓ Able to transition to different missions; and
- ✓ Able to be trained for full spectrum operations (greater training requirements than present).

“The physical rigors of basic training are well known to youth and may deter enlistment of those who are uncertain of their abilities to stand up to them.” Source: Army Research Institute, September 1999.

Army Enlistment Production System Model



NOTES:
 — Process
 - - - Environment
 == Policy

The Army Enlistment Production System

- ✓ The AEPS was developed for a generation and conditions that have significantly changed and will not exist when the Army fields the Objective Force.
- ✓ The AEPS is inefficient and ineffective.
- ✓ The personnel system is fragmented and undermines unit cohesion and leadership.
- ✓ The AEPS has many aspects that are turn-offs to youth.
- ✓ There already is a lack of full funding for some programs despite recent increases in recruiting resources.
- ✓ Present incentives already run counter to the Army's growing technical needs.
- ✓ Policies (e.g., weight, retention, performance, others) run counter to the needs of the Army to retain skilled technical individuals.
- ✓ The solution to recruiting problems by increasing resources rather than making significant changes to the AEPS will compete with the needs of the Objective Force.
- ✓ It is doubtful if the Army can sustain its present level of AEPS resources through the Objective Force years.
- ✓ Competition for funds for the Objective Force will put pressure on the AEPS to reduce human and other resources as "bill payers" for the new technology required of the Objective Force.
- ✓ **Let's recognize the antiquated system for managing people - a system that treats individuals as "interchangeable AEPS of problems military machine regardless of their unique skills or contribution they make - is possibly the single most important improvement and may actually exacerbate the problem."** Source: Defense Beat, January 2002.

Objective Force Future Youth Market Issues

- ✓ Overall physical fitness requirements of the Objective Force versus decline in youth physical fitness.
- ✓ Reduced footprint versus need to accommodate limited capability to perform physical tasks (this is not just a gender issue).
- ✓ Declining propensity to serve in the military.
- ✓ Inability of Army to differentiate between incoming individuals with technical skills.
- ✓ Lack of lateral entry opportunities for individuals with technical skills.
- ✓ Differences in generational perspective on issues and solutions
 - Among uniformed services, (includes leadership)
 - With colleges, and
 - With industry.
- ✓ Increased competition for youth:
- ✓ Growing perception that military is not “fun” and lacks job security.
- ✓ The military may be forced to accept lower quality as “fairness” or to prove diversity.
- ✓ Different value systems for generations (“Me” is not consistent with duty, honor, country)
- ✓ **One M1 tank: \$280 million; one loaded machine gun: \$65,000; one standard military plunger: \$1,000, cleaning the urinal with a toothbrush because there was a small scuff on your shoe: priceless.” Source: Yankelovich Monitor 2000.**

Backup, page 15, talks to tougher market ahead.

AEPS Issues in the Literature

Main Issues Only: Backup detail on pages 16 - 19

- ✓ The current AEPS process is outdated, inefficient, and is not oriented toward the civilian market (4).
- ✓ Increased Objective Force training requirements will put increased pressure on soldiers and their families, on the personnel and recruiting systems, and on turnover (5).
- ✓ A key to success of the Objective Force will be to increase retention of technical skills to reduce funding, personnel, training, and other requirements (7).
- ✓ Unexpected losses, which are being experienced system-wide, result in little or no return on investment and are not getting sufficient management attention (estimate that losses cost over \$1 billion/year for Active Component - Military Update, June 2000).
- ✓ Army recruiting diverts soldiers from tasks for which they enlisted and increasingly is bringing in marginal soldiers that do not meet Army needs to fill unexpected vacancies (9).
- ✓ The focus of management is short-term; there is little long-term focus on the Objective Force effects on future AEPS.
- ✓ Changes occur in the AEPS operational environment faster than the institutional training can accommodate (Army Link, September 2000).
- ✓ Policies are inefficient in dealing with the civilian market and some policies (e.g., weight, retention, performance) run counter to retaining technically qualified soldiers (4).
- ✓ The AEPS lacks sufficient funds and funding authority to carry out needed essential programs while at the same time achieving the Objective Force capabilities and retaining the technological edge (4).
- ✓ The rate of technological change is rapidly changing and the need for and cost of facility improvements to support the formation of this higher level, potentially sub-Objective Force (11).

27 January

2004

Traditional Approach for Analysis of

Too many constants.

Issues

Traditional Approach

Consequence

Objective Force

Increase fill	Lower physical/mental standards	Increases attrition
	Higher Performance Demands	
	More non-high school graduates	Increases attrition
	Enhanced Soldier Capabilities	
	Increase recruiting resources	Cost per recruit increases
	Increased Cost for Enablers	

increases Market expects routine increases Competition for funding

Current Research Focus:

Increased Experience Level
Shorten DEP time
Decrease Remedial Programs
footprint=smaller force

Education incentives decrease retention
Model behavior as socio-economic and demographic relationship
Attrition increases
Cost-effective trade-offs (e.g., DEP loss and recruiting cost)
Increase cost; retention not certain
- Trends ignore generational time changes

More training time needed
Smaller

Soldier Requirement	Objective Force Implication	Consequence or trade-off
Lengthen DEP time	Higher performance standards	Increase attrition
Deploy faster	Enhanced soldier capabilities	Cost per recruit increases
Multiple mission sets	Competes with enablers cost	Market expects increases
Frequent deployments	Competition for funds increases	Decreased retention
Deploy faster	Increased experience levels	Increase DEP losses
Self-sufficient	More training time needed	Loss of Soldier family time
Longer deployments	Smaller footprint and force	Higher individual soldier demands
	Increased agility	Increased family tension

27 January

2004

10

Objective Force requirements will necessitate structural changes in the AEPS.

Conclusions

Overall Conclusions:

- ✓ AEPS does not appear to be totally coordinated across its component parts.
- ✓ “Tweaking” the system will provide, at best, marginal changes to the efficiency and effectiveness of the AEPS, but only for a short time before changes require more “tweaking.”
- ✓ No single “silver bullet” will solve the efficiency and effectiveness problem of the AEPS.
- ✓ Unless the current strategy is changed, AEPS results most likely will not significantly improve.
- ✓ The personnel system, processes, and Army tradition “constants” have not been significantly changed since the inception of the all-voluntary Army.
- ✓ As long as the Army is not in control of the entire AEPS, it cannot take control of the AEPS.

AEPS Process Conclusions:

- ✓ The AEPS uses essentially the same processes and policies of the draft era.
- ✓ The Army increasingly is competing with industry and colleges for high quality youth.
- ✓ The MOS structure has meaning to the Army but is alien to the civilian population.
- ✓ The Army should consider return on investment as a criterion for evaluating program effectiveness.
- ✓ The technical requirements for the Objective Force will increase.
- ✓ ~~Since Defense Secretary Donald Rumsfeld took office last winter, he frequently has complained that the current system of forcing people to retire in the prime of their intellect and transferring them to new jobs or units every two or three years creates unnecessary turbulence in the personal lives of service members, and makes managing programs and operations more difficult than it needs to be.~~ Source: Defense Beat, January 2002.
- ✓ ~~Current enlistment contracts have too much specificity.~~
- ✓ ~~Army is competing for individuals with highly complex technical skills.~~
- ✓ ~~There is a real generational change that has been taking place at an~~

Recommendations

Traditions change slowly: start looking at and implementing long-range solutions now!

CONDUCT AEPS WARGAMES:

- ✓ The AEPS community should conduct several wargames with the concept developers for the Objective Force to :
 - Identify additional issues;
 - Analyze the impact of potential solutions to the issues;
 - Map out courses of action to resolve issues; and
 - Explicitly link the AEPS to the ongoing Army Transformation process.
- ✓ Use processes, AEPS scenarios and assumptions.
- ✓ Objective Force designers communicate their concerns as well as listen to concerns from other communities.
- ✓ Drive AEPS changes by the design and requirements of the Objective Force.
- ✓ Objective Force design explicitly considers AEPS issues.

EVALUATE CURRENT PROCESSES:

Have an outsider look at current AEPS processes in view of Objective Force design concepts.

Recommendations needed to align AEPS and Objective Force with the future changes.

“When personnel turn over too fast, especially leaders, all the cognitive and emotional resources that should go into learning go into figuring out the new people. Three things - cohesion, leadership and training - are critical to preventing psychological injury in combat, he says. What’s more, those three factors increase military effectiveness.” Source: Defense Beat, January 2002.

Cannot do or afford everything at the same time.

Some Possible Courses of Action

- ✓ **Minor Changes:** Continue to “tweak” the current system. This is the historical course of action. This does not address the specific requirements of the Objective Force.
- ✓ **Increase Competition:** Develop more programs to directly compete with other Military Services, educational institutions, and job market. There is evidence in the literature that services are already competing. This will drive up costs. Unlikely that military will get sufficient funding to select significant competition. Use SAT & ACT; Institute an official variable term of enlistment.
- ✓ **Policy, Practice, and Process Changes:** Make some fundamental changes. For example:
 - Experiment with ways to facilitate lateral entry;
 - Use more civilian employees to outsource essentially civilian and support jobs;
 - Simplify choices (and MOSs) and other specific information in enlistment contract; and
 - Align training courses to facilitate “testing out” of modules.
- Civilian employees could be prior military;
- Longer service time means higher civilian grade level; and
- Enlistees could be guaranteed a civilian support job following successful term of enlistment.
- ✓ **Organizational Changes:** Use more split-based operations, remote support locations, and reach operations with more civilian employees. For example:
- ✓ **Operational Changes:** Enable management and leadership to better focus on long-term issues. Use civilians in more critical management roles.
- ✓ **Resource Changes:** Evaluate the effectiveness and efficiency of existing and proposed future programs and eliminate those that do not have a good return on investment.
- ✓ **Experiment:** Experiment with new programs, expanding programs that

AEPS Issues in the Literature

Backup Material

“The first step in this process is to form and equip six Interim Brigade Combat Teams (IBCT) by 2008. The first two brigades are being formed at Fort Lewis, Washington, with the goal of organizing, equipping, training, and certifying the first such brigade to deploy by May 2003. The Army Chief of Staff stated that it would cost approximately \$1 billion to form each brigade.” GAO-02-442, Military Transformation, May 2002

Future Youth Market and the Objective Force

Tougher market ahead.

	Matures	Boomers	Gen Xers	Echo Boomer
Birth Dates	1945 and prior	1946 - 1964	1965 - 1978	1979 - 1985
Outlook	Duty	Individuality	Diversity	Uniqueness
	Victory	Youth	Savvy	Digitization
	Teamwork	Self-absorbed	Entrepreneur	Self-invention
Make money now	14%	33%	40%	51%
Army Survey:				
Positive to Army	64%	47%	41%	35%
Would enlist Army	56%	45%	43%	23%
Have fun in Army	26%	17%	14%	13%
Army College Prep	60%	47%	42%	32%
Believe Recruiter	24%	17%	18%	14%
Population		78 Million	53 Million	86 Million

“Millennial Generation” (14 year-old and younger):

- ✓ Materialistic
- ✓ Selfish
- ✓ Disrespectful
- ✓ Aware of the world
- ✓ Technology literate
- ✓ Growing up fast
- ✓ No good role models

**THE FUTURE
Objective Force:
MARKET!**

- ✓ Generational differences
- ✓ Gender differences
- ✓ Race/Ethnicity differences
- ✓ Immigration fuels growth

By 2020, 20% of population will be

Hispanics
“Even major corporations that pass out stock options instead of M&A [Merger and Acquisition] are having trouble meeting their recruiting goals in today’s booming job market, but Army recruiters say the Army’s recruiting problem goes beyond career perks and pay comparability. ‘Too many American youths,’ they say, ‘feel that national defense isn’t their responsibility, but a job they can pay someone else to do.’” Source: MG Dennis D. Cavin, Soldiers Magazine.

27 January
2004

15

AEPS Issues in the Literature

Page 9 Backup 1: Continued on the next 3 pages.

Subject	Issue/Considerations affecting issue
Current Process	<p>The current AEPS process is outdated, inefficient, and is not oriented toward a civilian market. Several conditions affect the issue:</p> <ul style="list-style-type: none"> ✓ Antiquated management system; ✓ Lacks long term effectiveness; ✓ Treats individuals as interchangeable parts; and ✓ Many aspects are turn-offs to youth.
Personnel	<p>The personnel system has a number of characteristics that hurts the AEPS now and will cause even more difficulty with achieving the Objective Force desired capabilities. Several conditions affect the issue:</p> <ul style="list-style-type: none"> ✓ Lacks lateral entry capability; ✓ End strength drives personnel requirements process; ✓ Turnover; ✓ First-term attrition; ✓ DEP losses; ✓ Up or out policy; ✓ Zero defects; ✓ Forced rotations; ✓ Micromanagement; ✓ Family life; and ✓ Interchangeable parts.
<p>"Many of these turn-offs can be attributed to the extraordinary waiting time to talk with a guidance counselor and then to complete voluminous administrative requirements..."</p>	
<p>Would IBM or any other major employer treat potential employees in this manner?"</p>	
<p>Source: US Army War College, June 1999.</p>	

27 January
2004

16

AEPS Issues in the Literature

(Continued)

Training	<p>Increased Objective Force training requirements will put increased pressure on soldiers and their families, on the personnel and recruiting systems, and on turnover. Several conditions affect the issue:</p> <ul style="list-style-type: none"> ✓ Just in time and career management; ✓ Distributed versus school training; ✓ Training versus deployments; ✓ Training distractions; and ✓ Reserve Component training.
Retention	<p>A key to success of the Objective Force will be to increase retention of technical skills to reduce funding, personnel, training, and other requirements. Several conditions affect the issue:</p> <ul style="list-style-type: none"> ✓ High OPTEMPO increases losses; ✓ System-wide losses; ✓ Retention of technical skills; ✓ Competition by civilian employers; ✓ Past goal of downsizing; ✓ Educational benefits; and ✓ Turnover increases AEPS demands.
Losses	<p>Unexpected losses, which are being experienced system-wide, result in little or no return on investment and are not getting sufficient management attention. Estimate that losses cost over \$1 billion/year for Active Component program. Military Update, Source: RAND, 1999.</p>
<p>“The fact that most MGLB participants obtain their education after separating implies that the military does not reap an active duty return on the most important college program that it offers.”</p>	

AEPS Issues in the Literature

Page 9 Backup 3:
Continued.

Recruiting (Continued)	<p>Army recruiting diverts soldiers from tasks for which they enlisted and increasingly is bringing in marginal soldiers that do not meet Army needs to fill unexpected vacancies. Several conditions affect the issue:</p> <ul style="list-style-type: none"> ✓ Enlisted recruiters are taken from force; ✓ Recruiter soldiers lack experience; ✓ Negative influencers/influences; ✓ Quantity (end strength) versus quality of recruits; ✓ Competition with industry; ✓ Physical and mental capability requirements for the Objective Force; ✓ Role of women in the Objective Force; ✓ Recruiter competitiveness; and ✓ Recruiting advanced technology.
Focus	The focus of management is short-term; there is little long-term focus on the Objective Force effects on the future AEPS.
Operational Environment	Changes occur in the AEPS operational environment faster than the institutional training can accommodate (Army Link , September 2000).
Policy	Policies are inefficient in dealing with the civilian market and some policies (e.g., weight, retention, performance) run counter to retaining technically qualified soldiers. Several considerations affect the issue.
<p>“...DOD does not have the tools at present to determine whether the service’s recruiting and retention efforts will be effective with the long term market; Source: GAO, June 2000.</p>	
27 January 2004	<ul style="list-style-type: none"> ✓ Draw down focus created friction in AEPS; ✓ Some policies counter to retention; and ✓ Old traditions clash with new expectations.

AEPS Issues in the

Page 9 Backup 4: Issues span the entire AEPS.

<p>Funding Literature</p>	<p>The AEPS lacks sufficient funds and funding authority to carry out needed / essential programs while at the same time achieving the Objective Force capabilities and obtaining the technological enablers. Several considerations affect the issue:</p> <ul style="list-style-type: none"> ✓ Resources do not keep up with changing requirements; ✓ Funding levels unlikely to be sustained; ✓ End strength as modernization bill payer; and ✓ Incentives being reduced.
<p>Changing Demographics</p>	<p>The recruiting market is rapidly changing, but there is not an effective program to evaluate how the changing attitudes of the market could affect the Objective Force. Several conditions affect the issue:</p> <ul style="list-style-type: none"> ✓ Generational effects change youth market; ✓ Generational effects in officers; ✓ Youth physical fitness is declining; ✓ Military service not considered essential; ✓ Youth characteristics and military values; ✓ Population declines without immigration; ✓ Immigration changing minority make-up; ✓ Gender differences affect performance; ✓ Race/ethnicity characteristics differ; ✓ Hispanics fastest growing minority; and ✓ Declining propensity for military service.
<p>"If you look at the Army, what you find is that there are not many ways to pay bills other than [by reducing] end strength." Source: Chief of Staff of the Army, September 1995.</p>	